

**City of Greensboro Planning Department  
Zoning Staff Report  
March 12, 2007 Public Hearing**

*The information provided in this staff report has been included for the purpose of reviewing proposed zoning changes. Since the zoning process does not require a site plan, there may be additional requirements placed on the property through the Technical Review Committee process to address subdivision and development regulations.*

**Item:** B – Old Business  
**Location:** South side of Summit Avenue, west of Murrow Boulevard and north of East Lindsay Street

**Applicant:** Kavanagh Associates, Inc.  
**Owner:** Kavanagh Associates, Inc., Flow 401 North Murrow, LLC and J.M. & C.V. Kilimanjaro

**From:** GB & LI  
**To:** CD-CB

- Conditions:** 1) Uses: All uses in the Central Business zoning classification, except the following: Animal Services (livestock); Animal Services (other); Manufactured Dwellings; Manufactured Dwelling Parks; Junked Motor Vehicles; Livestock, Poultry and Bees; Cemeteries/Mausoleums; ABC Stores; Bars (without restaurant services); Building Supply Sales (with storage yard); Pawnshops; Land Clearing and Inert Debris Landfills; Convenience Stores (with fuel pumps); Gasoline Service Stations; Used Motor Vehicle Sales (except in conjunction with new vehicle sales companies); Truck Stops; Sexually Oriented Businesses; and Outdoor Advertising Signs.
- 2) The subject property shall be developed in conformance with the Sketch Plan entitled “Murrow Station” which was approved by the Redevelopment Commission of Greensboro on December 12, 2006 and/or as amended.

SITE INFORMATION	
<b>Maximum Developable Units</b>	N/A
<b>Net Density</b>	N/A
<b>Existing Land Use</b>	Body Shop/Auto Repair, Carolina Peacemaker, Former Pet Dairy Products
<b>Acreage</b>	8.524
<b>Physical Characteristics</b>	<i>Topography:</i> Southwestern slope <i>Vegetation:</i> N/A <i>Other:</i> N/A
<b>Overlay Districts</b>	Central Business Overlay Zone (no new billboards)
<b>Historic District/Resources</b>	Pet Dairy Facade
<b>Generalized Future Land Use</b>	Mixed Use CBD
<b>Other</b>	N/A

SURROUNDING ZONING AND LAND USE		
Location	Land Use	Zoning
<i>North</i>	Unique Auto Sales	GB
<i>South</i>	Gate City Lincoln Mercury Truck Center	LI
<i>East</i>	Murrow Blvd., Multifamily	RM-12
<i>West</i>	Rail Road Tracks	CB

ZONING HISTORY		
Case #	Year	Request Summary
		This property has been zoned GB and LI since July 1, 1992. Prior to the implementation of the UDO, it was zoned Commercial N and Industrial L.

DIFFERENCES BETWEEN GB & LI (EXISTING) AND CD-CB (PROPOSED) ZONING DISTRICTS
<p><b>GB:</b> Primarily intended to accommodate a wide range of retail, service, and office uses. The district is typically located along thoroughfares in areas which have developed with minimal front setbacks.</p> <p><b>LI:</b> Primarily intended to accommodate limited manufacturing, wholesaling, warehousing, research and development, and related commercial/service activities which in their normal operations have little or no adverse effect upon adjoining properties.</p> <p><b>CD-CB:</b> Solely intended for application in the central core of the city. The district is established to encourage high intensity, compact urban development. The district is intended to accommodate a wide range of uses including office, retail, service, institutional, and high density residential developments in a pedestrian-oriented setting. See Conditions for use limitations and other restrictions.</p>

TRANSPORTATION	
<b>Street Classification</b>	Summit Avenue – Major Thoroughfare, Lindsay Street – Minor Thoroughfare, Murrow Boulevard – Major Thoroughfare.
<b>Site Access</b>	Accesses proposed via all street frontages. It should be noted that if staff does approve the closure of the Murrow Boulevard ramp adjacent to this site then a public street network will be required for this development. The ultimate design and layout of the street network will be addressed at the plan review stage. All access points must be designed and built to City of Greensboro Standards.
<b>Traffic Counts</b>	Summit Avenue ADT = 10,800, Lindsay Street ADT = 3,757, Murrow Boulevard ADT = 12,600.
<b>Trip Generation</b>	24 Hour = 3,643, AM Peak Hour = 229, PM Peak Hour = 392.
<b>Sidewalks</b>	Sidewalks are a requirement of the Development Ordinance. 6' sidewalk with a 4' grass strip is required along both sides of thoroughfares. 5' sidewalk with a 3' grass strip is required along one side (at a minimum, collectors may require sidewalk on both sides) of all other street types.
<b>Transit</b>	Yes.
<b>Traffic Impact Study</b>	Yes required per TIS Ordinance. Please see the Additional Information section of this staff report for the Executive Summary of the TIS.
<b>Street Connectivity</b>	N/A.
<b>Other</b>	N/A.

ENVIRONMENTAL REVIEW	
<b>Water Supply Watershed</b>	N/A
<b>Floodplains</b>	N/A
<b>Streams</b>	N/A
<b>Other</b>	N/A

LANDSCAPING REQUIREMENTS	
Location	Required Planting Yard Type and Rate
<i>North</i>	N/A
<i>South</i>	N/A
<i>East</i>	N/A
<i>West</i>	N/A

## CONNECTIONS 2025 COMPREHENSIVE PLAN POLICIES

### Connections 2025 Written Policies:

*Reinvestment/Infill Goal:* Promote sound investment in Greensboro's urban areas, including Center City, commercial and industrial areas, and neighborhoods.

POLICY 4C.1: Promote new forms of compact development.

Downtown Goal: Promote reinvestment, preservation, diversification, and selective intensification of activity in Downtown Greensboro, to reinforce its importance as the economic, cultural and civic center of the City while protecting its heritage and historic resources and enhancing its urban character.

POLICY 4E: Promote diversification and intensification of downtown Greensboro.

POLICY 5F.2: Improve design standards for new development to enhance community appearance and sense of place (visual impacts on adjacent neighborhoods).

Housing and Neighborhoods Goal: Meet the needs of present and future Greensboro citizens for a choice of decent, affordable housing in stable, livable neighborhoods that offer security, quality of life, and the necessary array of services and facilities.

POLICY 6A.2: Promote mixed-income neighborhoods.

POLICY 6C: Promote the diversification of new housing stock to meet the needs of all citizens for suitable, affordable housing.

POLICY 7C.3: Identify brownfield sites and underutilized/abandoned properties and buildings and expedite opportunities for development.

### **Connections 2025 Map Policies:**

*The area requested for rezoning lies within the following map classifications:*

Mixed Use Central Business District: This designation applies only in and around Downtown Greensboro. It emphasizes the urban character and the mix and intensity of activities uniquely suited to the central city. This designation is intended to permit a true mix of all uses, except heavy industrial, at the highest levels of scale and density within the City and with unique development standards tailored to the urban character of Downtown. It is particularly important to move the Downtown towards becoming a center of activity not only in the day, but also at night and during weekends, by promoting a mix of commercial, entertainment, residential, and other uses (see policies and narrative in Section 4.5.2). To help achieve this goal, creative forms of housing, such as lofts within restored historic structures and residential units in the often unoccupied second stories above ground-level retail, should be encouraged.

Activity Center: Activity Centers are existing or anticipated future concentrations of uses that function as destinations or hubs of activity for the surrounding area. Typically located in areas of mixed use shown on the Generalized Future Land Use Map, such centers are intended to include features such as a mix of higher intensity uses (housing, retail, office, etc.), compact development patterns, and pedestrian and transit linkages. A one-half mile radius (considered the limit of a comfortable walk) is shown around each activity center except for the Downtown, which functions as an activity center for the entire City. It should be noted that the locations shown on the Generalized Future Land Use Map are conceptual and do not preclude the development of Activity Centers in other locations where they would support the goals and policies of the Comprehensive Plan.

## CONFORMITY WITH OTHER PLANS

*The following aspects of relevant plans may be applicable in this case:*

**City Plans:** The property requested for rezoning is subject to the Cumberland Area Redevelopment Plan which was established in 1959. This plan incorporated certain restrictions which limited this property to wholesale and light industrial uses. In February 2006, the applicant sought an amendment to the Plan to provide for mixed uses which could include retail, office, institutional and/or residential uses. The Redevelopment Commission unanimously approved that amendment at its May 16, 2006 meeting and the Planning Board favorably recommended the amendment at its June 21, 2006 meeting. On July 31, 2006 the City Council adopted a resolution approving the Plan amendment.

**Other Plans:** N/A

## STAFF COMMENTS

**Planning:** The applicants' sketch plan entitled "Murrow Station" shows seven buildings and a total of 310 residential units. Three buildings would contain four floors and the four buildings would contain three floors. Each building would contain parking underneath and surface parking would also be provided on site, generally behind the buildings. A cross street is shown from Summit Avenue through to Lindsay Street and another connecting street is shown from Murrow Boulevard connecting to the cross street. There is a central dedicated public space in the middle of the proposed development. The sketch plan also shows an area at the northwest quadrant of Murrow Boulevard and Lindsay Street which would be set aside for future development. At its December 12, 2006 meeting, the Redevelopment Commission of Greensboro unanimously approved this sketch plan.

This proposal will help contribute to the mix of center city residential. It will also help contribute to the critical mass needed to support and attract additional center city commercial and service businesses. However, staff is disappointed from the standpoint that no vertical mixed use is included in the plan of development for this property. Staff felt that this property offered an ideal opportunity to include retail, office and service-oriented businesses in a vertical mixed use, pedestrian-oriented project which would be characteristic of Central Business zoning.

There are many Comprehensive Plan aspects of this request. It is consistent with the Mixed Use Central Business District land use classification on the Generalized Future Land Use Map and it is located within an Activity Center as described above.

This proposal meets both the Reinvestment/Infill Goal and the Downtown Goal. It promotes a new form of compact development (Policy 4C.1) and promotes the diversification and intensification of downtown Greensboro (Policy 4E). It promotes mixed-income neighborhoods (Policy 6A.2) and promotes the diversification of new housing stock to meet the needs for suitable, affordable housing (Policy 6C).

**GDOT:** No additional comments.

**Water Resources:** No additional comments

**Housing & Community Development:** Although the site plan submitted in conjunction with this proposed rezoning satisfies the minimum requirements of the requested zoning classification and has been approved by the Redevelopment Commission, the configuration of

the site plan misses the opportunity to further advance the aims of *Connections 2025* through a vertical mixed-use design. HCD staff encourages the developer to accommodate a possibility of mixed-use (by constructing first-floor space with added ceiling height as shown on the cross-section and opportunities for at-grade access). Yet the constraints inherent on this site, including the railroad ROW and the Murrow Boulevard / Summit Avenue ramp limit the design opportunities. The designer has skillfully placed the majority of the site parking out of view of public streets, has created a very nice focal point in the center of the development, and has provided street connections that should allow the Murrow/Summit ramp to be removed at some point in the future. Hopefully the future development site identified on the site plan would include a retail/office component as that corner has the strongest non-residential potential because of its visibility.

Neither of the buildings on this site is an officially designated historic property nor part of a local or National Register historic district. However the Pet Dairy building does have historic and architectural significance, as an example of an Art Deco commercial/industrial building, of which very few survive. Therefore, historic rehabilitation tax credit project could be an option. In such a scenario the developer would submit a National Register Study List application to the State Historic Preservation Office, making a convincing argument about the significance of the property—it obviously played a role in the local dairy industry in Greensboro—back when dairies and bakeries were local enterprises. There are a few surviving structures from that niche of the City’s history: this one, one on West Lee Street, and the old Guilford Dairy on West Market Street—possibly a few others.

The Peacemaker building is a very modest post-WWII commercial structure. While not “historic,” it does have value as part of the blockface along this part of Summit Avenue and helps connect downtown with the Aycock neighborhood. It appears to have been divided into small shops at one point and seems to be the kind of small business opportunity space that is needed downtown.

### **STAFF RECOMMENDATION**

Based on all the information contained in this report, the Planning Department recommends approval.

## ADDITIONAL INFORMATION

### EXECUTIVE SUMMARY FOR PROJECT NUMBER 06-213

#### TRAFFIC IMPACT ANALYSIS COMPLETED BY JOHN DAVENPORT ENGINEERING, INC.

##### General Information

*Project Name:* **Murrow Station** *Date:* **12/22/2006**

*Developer Name:* **Brown Investment Properties**

*Jurisdiction:* **City of Greensboro** **GDOT**

##### General Description

Brown Investment Properties proposes to redevelop the northwest corner of Murrow Boulevard and East Lindsay Street in Downtown Greensboro, NC into a mixed-use development. As proposed, this project will consist of a mix of apartments, condominiums, and commercial space. The developer proposes 138 dwelling units of apartments, 172 dwelling units of residential condominiums, and some type of commercial (either a bank with 4 lane drive thru, a pharmacy with drive thru, or up to 40,000 Square feet of office space).

##### Proposed Access Points

The site plan indicates that this project will be bisected by a north/south public street that would connect East Lindsay Street and Summit Avenue. Additionally, it proposes one access point located on Murrow Boulevard.

##### Analysis Criteria

*Peaks analyzed:* **AM/PM** *Build out Year:* **2013**

*Intersections Considered in Analysis:*

- Murrow Boulevard @ East Lindsay Street
- Murrow Boulevard @ Proposed Street B
- East Lindsay Street @ Proposed Street A
- Summit Avenue @ Proposed Street A

##### Off Site Developments

<i>Project Name:</i>	<i>Date Approved:</i>	<i>TIA Completed by:</i>	<i>Trip Generation</i>
<b>n/a</b>	<b>n/a</b>	<b>n/a</b>	<b>n/a</b>
<b>n/a</b>	<b>n/a</b>	<b>n/a</b>	<b>n/a</b>

##### Committed Improvements

The City of Greensboro is considering closing the ramp from southbound Murrow Boulevard to eastbound Summit Avenue (see section 3.1). An alternative was considered with this closure in place to determine its impact on this project.

##### ITE Tri p Generation

<i>24-hour total</i>	<b>3,643</b>	<i>AM peak:</i>	<b>229</b>	<i>PM peak:</i>	<b>392</b>
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## Level of Service Table

Level of Service								
Intersections	AM Peak				PM Peak			
	2006 Base Volumes	2013 Future No- Build	2013 Future Build	Build with ramp closure	2006 Base Volumes	2013 Future No- Build	2013 Future Build	Build with ramp closure
Murrow Boulevard @ Lindsay Street (signalized)	B (11.8)	B (12.6)	B (12.8)	B (12.6)	B (13.7)	B (15.2)	B (15.6)	B (15.5)
Lindsay Street @ Street A (unsignalized)			B (11.1) SBL	B (11.1) SBL			B (12.5) SBL	B (12.5) SBL
Summit Avenue @ Street A (unsignalized)			B (12.4) NBL	B (11.3) NBL			B (12.1) NBL	B (13.9) NBL
Murrow Boulevard @ Street B (unsignalized)			A (9.3) EBR	A (9.3) EBR			A (9.5) EBR	A (9.5) EBR



## Summary of Recommendations

### Without ramp closure:

1. The intersection of Street A and Lindsay Street should be configured with separate left and right turn lanes on the new (southbound) approach. Additionally, the eastbound approach should have a separate left turn lane. This area is very constrained; however an effort should be made to develop as much storage as possible. Finally the westbound approach should be modified such that the existing right turn lane drop terminates at the proposed Street A.
2. The intersection of Street A and Summit Avenue should be re-striped to allow for an east and westbound left turn lane on Summit Avenue. These turn lanes should have a minimum of 100 feet.
3. A 100-foot southbound right turn lane should be constructed at Street B to allow traffic to safely decelerate into the site.

### With ramp closure:

4. To more safely accommodate this additional traffic, care should be taken in the design of Street A to insure that pedestrians will still have safe access to the street. It may be desirable to construct some form of traffic calming device to slow and or discourage the vehicles cutting thru the site. Additionally, northbound Street A at Summit Avenue should be configured with a separate left and right/thru combo lane to accommodate the higher right turn volumes.
5. If the ramp is closed, then a public street network will be required of this development. The roadway network will need to be approved by GDOT.

### Additional Site Plan Comments:

6. The commercial out parcel of site should be served internally by the proposed Streets A and B.